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Food Security Initiatives within Niger:

Collaborative Partnerships for Improved Development Assistance
by the partners of the Food Security Initiatives within Niger Program

I. Introduction

In August 2000, a consortium of four private voluntary organizations (PVOs) – Africare, CARE International, Catholic Relief Services (CRS) and Helen Keller International (HKI)- received authorization from the United States Agency for International Development (USAID) Office of Food for Peace to implement a food security program in Niger, West Africa. Although many PVOs have collaborated for monetization purposes, this is the first time a team of PVOs has submitted and received approval for a joint development assistance proposal (DAP) from Food for Peace. Africare is the lead agent for the program. This article describes the conditions leading up to the submission of the joint proposal, the organization and functioning of the consortium, and includes suggestions and recommendations for other PVOs considering similar collaborative partnerships.

II. Background: The Creation and Evolution of the Consortium

The idea for a consortium resulted from a specific set of circumstances that encouraged PVOs operating within Niger to join together to promote increased development assistance for the country. Niger is one of the poorest and least developed countries in the world. It has consistently ranked in the bottom of UNDP's development index, in terms of literacy rates (15.3%), life expectancy (44.8 years of age), percent of the population with access to safe drinking water and health services (60%), and the percent of children under five who are underweight (50%). Located on the edge of the Sahara desert, Niger suffers from chronic drought, skyrocketing population growth rates (3.6%) and extreme poverty – a per capita GDP of $170 per year (UNDP Human Development Report, 2001). First and foremost it is the great need of Niger and the Nigerien people for development assistance that brought these PVOs together to improve the underlying conditions that result in the poverty of the population.

Unfortunately, following a period of political instability and a coup d'état in 1996, international assistance to the country was significantly reduced. USAID completely closed its national office, and ended all bilateral funding programs. Following the closing of USAID's national office, the same four PVOs formed a consortium to reprogram remaining funds formerly earmarked for an innovative Disaster Preparedness and Mitigation project[1]. The new program was funded for 18 months, from July 1997 – December 1998. HKI was the lead agent for the consortium. An additional emergency food-for-work program was funded by Food for Peace and the Office of Foreign Disaster Assistance (OFDA) for a period of 18 months, implemented by CRS and Africare.

Based on the successful organization of the Improved Disaster Mitigation (IDM) in Niger[2] project, the same four PVOs started in October 1997 to work together to submit another joint funding proposal to USAID, and lobbied hard for continued assistance for the people of Niger. In mid-1998 they submitted a

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[1] The earlier Disaster Preparedness and Mitigation Program was funded by OFDA and USAID through the Early Warning System of the Government of Niger (1989 – 96).

[2] Lutheran World Relief and World Vision were also invited to participate in the new program, but unfortunately did not have time to develop proposals.

In this issue...

News From Washington

by Ellen Levinson

The Farm Bill negotiations between the US House of Representatives and Senate continue. As described in the last issue of the ***Food Forum***, the food aid provisions are quite different in the House and Senate versions of the Farm Bill and these differences have to be reconciled by a House-Senate conference committee.

In late March, as this article goes to press, a compromise seems possible within the month. The compromise is likely to include increased minimum tonnage levels and section 202(e) support funds for PL 480 Title II programs, along with requirements for streamlining management procedures. The amount of funds that will be allocated for Food for Progress is unclear at this time, because the conferees have to decide how they wish to divide up the funds among all of the different trade programs.

As the House and Senate members work on a compromise, they are also influenced by a new development – the issuance of the Administration's Food Aid Review, which declares some major changes in food aid programming. This article summarizes the Administration's plan and the interplay between the Administration's position and the provisions in the Farm Bill.

Last summer, the White House Office of Management and Budget ("OMB") issued a the President's Management Agenda and cited food aid as one of about 25 programmatic areas that needed to be reviewed and revised due to poor management. The results of that review were issued as part of the Administration's FY 2003 Budget Request in early February and in a 4-page paper called the "Food Aid Review" in early March.. OMB, USAID, USDA and the National Security Council participated in discussions the resulted in the formation of the Review, although the conclusions were largely developed by OMB. The Review has significant ramifications for PVOs and for all food aid programs.

Section 416 Surplus Donations Eliminated.
A primary goal of the Administration's Review is to eliminate the use of Section 416 for food aid and to depend on PL 480 Title II for food aid needs, plus a modest $160,000,000 for the PL 480 Title I program.

This would make all food aid subject to annual appropriations by Congress. Section 416 does not require appropriations because the Secretary of Agriculture, through the Commodity Credit Corporation ("CCC"), uses a line of borrowing authority against the Treasury to fund that program. OMB wanted to end the use of CCC funds for food aid since it is "off-budget," which means the food can be provided by USDA without first receiving appropriations through Congress. Because Section 416 has provided $500 – 800 million to food aid programs each year for the past 4 years, the loss of these surpluses will result in a food aid levels falling by 30-50%.

PL 480 Title II Funding Increases Requested.
The Administration asked Congress to appropriate $1.185 billion for PL 480 Title II in FY 2003, which would be an increase of $335 million over the regular FY 2002 $850 million appropriations level and $146 million over the actual FY 2002 program level of $1.039 billion, which includes funds carried in from previous years and provided through emergency appropriations. PVOs are urging congressional appropriations committees to fully fund the President's request.

Availability of Title II for Nonemergency Food Security Programs is Unclear.
According to the Administration's Review, starting in FY 2003 the emphasis of Title II will be on distribution of food aid, although it is not clear if this is in an emergency or nonemergency context. Currently, the law sets a 2.025 MMT minimum tonnage for Title II programs and requires 1.55 MMT (about 75%) of that tonnage to be used for nonemergency programs. PVOs are urging Congress that this 75% nonemergency level be maintained as the total tonnage for Title II increases so the program can continue to focus on promoting food security.

Monetization Policy for PL 480 Title II.
The Administration's budget would limit Title II monetization to an arbitrary level of 30%, which if enacted now could result in a loss of about 10 million beneficiaries under PVO programs. Proceeds from 60% of the monetized commodities under PL 480 Title II currently support the implementation of food aid programs that involve distribution, and the other 40% supports development activities that make sure the programs have a lasting impact rather than building dependency.
PVOs have commented to both the Administration and Congress that arbitrary limits should not be placed on title II monetization. Program approvals should be based on the potential benefits of the program on food security and the choice of the appropriate commodity for the intended use, whether for monetization or distribution.

CCG Funded Food for Progress.
The Administration's Budget eliminates CCC-funded Food for Progress and states that PVOs will no longer be allowed to participate in this, or any other, USDA food aid program. Instead, USDA will only enter into agreements with foreign governments and Food for Progress can only be funded through the regular appropriations for PL 480 Title I. This policy runs counter to the intent of Food for Progress, which emphasizes private sector development in countries that are making economic reforms in their agricultural economies. PVO programs have been very successful in achieving the purposes of the law.

The Senate version of the Farm Bill has provisions that partly remedy this problem, by requiring the Secretary to provide minimum of 400,000 MT each year through CCC for Food for Progress. An additional provision is critically needed stating that PVOs shall be eligible to participate in Food for Progress programs.

Making a Case for Focusing on all the Under-twos

Submitted by the FANTA Project

Children go through their most rapid growth during the first two years of life. During this period, childhood nutrition, growth, and survival are also subject to tremendous risk. While the early development period is a time of risk, it is also a time when the developing infant or child can respond well to nutrition interventions in Maternal/Child Health and Nutrition (MCHN) programs.

The principal objectives of MCHN programs are improving the nutrition, health, and survival of vulnerable groups, especially pregnant and lactating women, infants, and young children. Optimal nutrition should be guaranteed throughout the lifetime, but periods of particularemphasis include pregnancy, lactation,and the under-two period.

In food or nutrition insecure communities, supplementary feeding (either with donated or local foods) can be incorporated into MCHN programs successfully. The United States Agency for International Development(USAID), through the Title II program, provides food commodities to private voluntary organizations for use in their food security programs, of which MCHN activities are often a component. There are sound technical justifications for why food supplementation activities in MCHN programs should shift from targeting malnourished children (usually under the age of five or three),to focusing on all children under the age of two in communities with high rates of malnutrition. We call this approach focusing on all under-twos. It supports the rationale that interventions should begin as early as possible and focus on the prevention of malnutrition rather than recuperation from malnutrition. Focusing on under-twos fits into a lifecycle approach that highlights prevention during critical developmental periods for the mother, fetus, infantand young child.

The scientific evidence supporting this shift includes the following conclusions:

Children grow most rapidly in-utero and during the first two years oflife. Malnutrition during the under-two period can result in serious short and long-term consequences in growth,health and cognitive development.

Evidence from several developing countries demonstrates that children are at the highest risk for growth faltering during gestation and throughout the first two years of life. Stunting has been associated with several negative outcomes, including increases in child morbidity and mortality, lower achievements in school, reduced labor capacity and smaller adult stature. Infants and children who receive inadequate nutrition are more vulnerable to illness or death from diarrhea and otherinfectious diseases. Theirabilities to learn, communicate, analyze and socialize effectively, and adapt to new environments are profoundly affected by their earlynutritional status.

The majority of childhood deaths are related to malnutrition. However, selecting only malnourished children for recuperation will not improve the nutritional status of the population.

Generally, there are more moderately malnourished children in a community than severely malnourished. While the severely malnourished children have a greater risk ofdying, the majority of childhood death related to malnutrition occurs in the moderately malnourished. The most significant improvements in child nutrition, health and survival will be seen if the population as a whole is influenced by program interventions. If the objective is to improve the average nutritional status in a population, the interventions should not limited to the most severely malnourished.

The recommended approach introduced here is to focus food supplementation interventions on all children under two, regardless of their nutritional status. Although children under two should be prioritized for food supplementation, children above age two should not be ignored in nutrition programming. Currently, other key childhood nutrition interventions, such as micronutrient supplementation or de-worming, continue after the second year of life. Such activities should not be discarded even if a focus on the under-twos is adopted.

Conclusion

The under-two period is a time of particular risk, one when the growing child can respond well to MCHN interventions. Particularly with food supplementation, this universal,age-based approach would be more effective, simple, and transparent. Certain variables warranting further exploration include: the resource implications, the influence of food supplementation on feeding practices, and concerns regarding the political ramifications of the narrower target group. Nonetheless, studies already available confirm that the nutritional rationales for focusing on children under-two, pregnant, and lactating women are sound. To more effectivelyprevent malnutrition in the mostvulnerable groups,it is time that food supplementation activities in MCHN programs shift accordingly.

For more information, please visit the FANTA website www.fantaproject.org or contact us via email at fanta@aed.org.

Food Forum

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Food Forum is published quarterly by Food Aid Management (FAM), an association of 16 United States Private Voluntary Organizations and Cooperatives working togetherto make U.S. food aid more efficient and effective. With its members,FAM works towards improved food security outcomes by promoting information exchange and coordination, providing forums for discussion and collaboration, and developing food aid standards. The Food Forum provides food aid and food security professionals with a forum for the exchange of technical information, field experience,and recent events.

Funding for the Food Forum is provided by the Office of Food for Peace, Bureau for Humanitarian Response, U.S. Agency for International Development. The opinions expressed are those of the author(s) and do not necessarily reflect the views ofUSAID.

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FSIN PROGRAM OVERVIEW
Goal: to improve the food security of rural households in targeted communities through sustainable improvements in local capacity, agro-pastoral production, environmental protection and nutritional practices.

OBJECTIVES:
1. to strengthen local capacity to address household food security issues;
2. to increase agro-pastoral production and environmental protection;
3. to improve household nutrition, especially for women and children under 5 years of age

proposal to USAID's Africa Bureau. However, because of the continued military dictatorship and the lack of democratic institutions, assistance opportunities for Niger were severely restricted. Although USAID's Africa Bureau was not able to provide funding for the program, the Bureau of Humanitarian Assistance/Office of Food for Peace met with PVO directors in February 1999, and agreed to review a joint development activity proposal to be submitted by all four PVOs. A proposal was submitted in May 1999, and approved in August 2000. Africare was selected as the lead agent to coordinate the implementation of the joint development activity.

III. Consortium Organization, Functioning and Implementation Modalities

The original IDM consortium was managed by a steering committee composed of the country representatives of each of the four PVOs involved in program implementation. Each organization was independently responsible to implement their activities, and to submitquarterly reports to HKI,who compiled each separate report into one common report for USAID. However, because of its size (with a value of $24 million US), long-term nature (5 years vs. 18 months for the IDM program) and logistical complexity (operating in seven different districts), the current FSIN program is organized somewhat differently. Africare, CARE, CRS and HKI signed a joint Memorandum of Understanding (MOU) outlining the roles and responsibilities of each organization within the current consortium. CARE and CRS then signed Recipient Agency Agreements (RAAs) with Africare for the distribution of Title II commodities and use of monetization funds. HKI signed sub-contracts with Africare and CRS for theirsupport to the implementation of nutrition activities in Africare and CRS target zones. CRS also signed MOUs with two locally based non-governmental organizations (NGOs) for implementation of food-for-work (FFW) activities and eventually project activities. Overall program coordination is facilitated by a Program Coordination Unit(PCU), managed by Africare.

The PCU is staffed with a program manager, a financial coordinator and a monitoring and evaluation coordinator. The purpose of the PCU is to support the steering committee and program field staff to achieve program objectives by developing and implementing a common monitoring and evaluation system, distributing monetization funds in a transparent manner, and reporting on program progress and lessons learned.

Currently, each district office reports to a PVO program coordinator, who reports to the PVO Country Representative or Program Officer. PVO Program Coordinators share information with the PCU, which discusses programmatic issues with the steering committee as needed. The PCU compiles information on a quarterly basis and summarizes it for local partners, governmentagencies, NGOs, and USAID.

In addition to the role of the PCU in program coordination, each PVO has specific areas of expertise that have been identified and are being exploited for the benefit of the consortium. For example, Africare is responsible for all monetization activities associated with the program. With several years of experience monetizing in the region and nine current Title II monetization programs, Africare has developed skills in the areas of port management and the negotiation of monetization contracts that have significantly reduced transport losses. Africare staff are not only using these skills for the benefitof the consortium,butare also sharing these skills and building the capacity of their consortium partners in this area. Similarly, CRS has a long history of food distribution and commodity management in the region. As a result, CRS has been identified as the leader for the consortium in terms of developing a common ration, commodity tracking system and food-for-work strategy for the program. CARE staff contributed significantly to the development of baseline survey tools and methodologies, and are training consortium partners in household vulnerability assessmentand monitoring techniques. HKI is the recognized leader within

FSIN ORGANOGRAM

FSIN COORDINATION MECHANISMS

- Steering committee, Program Coordination and Monitoring and Evaluation meetings
- Joint baseline surveys
- The exchange of quarterly activity calendars and detailed implementation plans
- The exchange of reports and documents
- The elaboration of a joint food-for-work strategy document and evaluation report
- Joint training opportunities and shared training reports
- An annual strategic planning and teambuilding workshop
- Technical networks (under construction)
- Program-wide newsletter (planned for 2002)

the consortium for nutrition programming, and has shared training modules, extension tools and lessons learned among program staff. Thus, in addition to the implementation of their specific district programs, each PVO has a defined role in the development of the overall capacity of the consortium.

Although in the beginning the steering committee was instrumental in developing the program and getting it off the ground, after program approval, the roles and responsibilities of the steering committee have been slightly reduced. Currently, the steering committee meets on an as-needed basis (but no less than quarterly), to discuss issues of common concern, such as monetization and the arrival and sale of commodities in the country, the organization of food transport and distribution, food security monitoring, and to receive regular financial and programmatic reports from the PCU. However, more and more programmatic and training activities are being coordinated at the district level, and horizontal linkages are being developed in the field to facilitate sharing of tools, ideas and lessons learned across districts.

The consortium operates on a consensual basis, with relevant staff members sharing ideas and concerns on an equal footing. Both horizontal and vertical linkages have been created, from the field level (between district staff and local NGOs, between district staff and other PVO programs, and between district staff and consortium members), to the PVO headquarters level. The PCU attempts to facilitate these linkages, and to include input from all program partners in reports and presentations.

BENEFITS:
- Leveraging funding
- Potential impact
- Relative advantage
- Information sharing / capacity building
- Reduced reporting
- Flexible budget and commodity management

DRAWBACKS:
- Collaboration requires time
- Communication difficulties
- Scheduling meetings
- Meeting deadlines
- Defining roles and responsibilities
- Cost of PCU

IV. Benefits and Drawbacks of the Consortium model

There are many benefits to the consortium paradigm that could encourage other PVO programs to use the same approach. First and foremost, without a consortium approach, it is unlikely that all four PVOs would have been able to leverage separate funding for development activities in Niger. The lobbying efforts of all four PVO programs and the unity and commitment shown by PVO staff members and the US Embassy were instrumental in accessing development funds for the country. The potential impact of the program is also increased by incorporating the same goals, objectives and indicators over a wide geographical area. Linking food security and child survival and nutrition activities into one program working in the same communities also enhances impact and program coverage. Moreover, as the single largest food security program and one of the largest development programs in the country, the consortium is able to negotiate more effectively with local authorities and collaborate more easily with other aid organizations to increase impact. In addition, the staff of all four PVOs have benefited from sharing ideas, training opportunities, discussing activities and approaches, and sharing lessons learned in the field.

There is also a certain benefit to reducing the amount of paperwork and more efficient reporting, as certain tasks are handled by the PCU rather than each PVO[3]. However, there is little administrative cost savings for the program, as each PVO is required to hire sufficient staff to fully manage and implement their individual program components. Thus, the PCU represents an additional cost[4], especially in a scenario like the FSIN model, where each PVO member has a technical niche for which they are already responsible within the consortium (for example monetization, food-for-work, and monitoring and evaluation). There is a reduced administrative burden for USAID, however, and consortium models make it possible for USAID to have a strong presence in non-USAID presence countries.

The drawbacks to consortium paradigms are perhaps less apparent but equally important to identify. The act of collaborating requires time. Time to communicate (either by phone, by email or in person, all of which are problematic in Niger), time to share information (which then has to be read!), and time to reach consensus. It also takes time to get used to the values and institutional characteristics of each organization involved, which makes communication more difficult and less effective in the early stages of program implementation. Coordinating meeting times and dates with four different organizations located thousands of kilometers apart can also be quite challenging, especially in an environment where dates and times are fluid, and planning is generally problematic. Meeting deadlines that require products, input and feedback from four separate organizations is also difficult.

Collaboration also requires a commitment on the part of all players to work together, and to think of and about the needs and interests of the other partners. It requires forming a new kind of team, and a new institutional supra-culture which is larger than the identity of the individual PVOs involved. In addition, a consortium can impose a certain loss of autonomy and independence, but, paradoxically, added responsibility for the success not only of a PVOs own activities, but for the successful implementation of the entire program. A team committed to development, with a unified vision of the goals, objectives and intended results of the program, must be created.

However, the most difficult aspect of consortium management in this first year of program implementation has been the "newness" of the idea and the undefined nature of the consortium. The roles and responsibilities of the PCU and each consortium member, although outlined in the DAP and the Memorandum of Understanding, need to be experienced in order to develop and become functional. Program staff are experiencing a few growing pains as a result.

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[3]For example, vehicle waivers, commodity status reports (CSR), recipient status reports (RSR), results reports and resource requests (CSR4) are handled by the PCU.
[4]Approximately 10% of the total FSIN budget.

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Fortunately, the program seems to have reached its target height for age, without any sign of stunting (yet!).

V. Applicability of the Consortium Paradigm to Other Situations and Countries

There are at least two scenarios for consortium programs – either a strong PCU takes on monetization, monitoring and evaluation and reporting responsibilities, or a steering committee divides tasks amongst members, based on their strengths and weaknesses. The main difficulty with the more simple steering committee model (*"coordination lite"*) is reporting – monetization, distribution and programmatic monitoring and evaluation information need to be consolidated into one document, by one organization or person. The FSIN program is a hybrid of both models, with both a centralized PCU and a strong steering committee. However, choosing between the two models might be a more efficient alternative. In addition, the formulation of an effective MOU early in the process – for example, before the submission of the DAP – is important to reduce confusion and to elaborate a cohesive program.

There are many consortium models in the world of development assistance, although all are slightly different. For example, for many years Food For Peace has required PVOs with monetization programs in the same country to work together, with one agency ordering and selling all commodities. This model has been used in Uganda, with ACDI monetizing commodities for Africare, World Vision, Techno Serve and now CRS. This monetization consortium model has many benefits, including improved coordination of commodity sales, and decreased monetization staffing and reporting requirements. However, collaborating on monetization issues alone is quite different from collaborating on all aspects of program planning, implementation and evaluation.

In addition, there are internationally funded programs that provide assistance to PVO umbrella organizations working in the same country. For example, the NGO GADEC in Senegal is working with the Belgian NGO Terre Nouvelle and other local NGOs on a food security consortium program funded by the Belgian government. They coordinate activities using a steering committee model rather than a PCU model, and even use a common administrative manual provided by the lead agent. Interestingly, during a recent conversation with steering committee members in Senegal, they mentioned some of the same difficulties in terms of consortium management that were mentioned above for the PCU model – communication, establishing common rules of engagement, and issues of sovereignty vs. synergy. So, perhaps the difficulties identified above are less tied to the type of coordination model used than to the nature of joint program implementation.

The consortium model might be most useful in counties where several PVOs have a longstanding history of community-based development in a country; where there is no or limited USAID/donor presence; where the representatives of the PVOs share a common vision, where there is a great need for development assistance and/or where the host government is not stable or strong enough to negotiate and program bilateral development assistance. However, it is possible that the consortium model could work even in countries with a donor presence, to minimize donor reporting requirements or management burdens.

A common felt need would definitely be required to encourage PVOs to work together as a consortium, given that it is inherently more time consuming and more complex than managing a program alone. At the very least, the steering committee model - quarterly meetings to discuss problems, proposals, and potential threats - is a good one for all PVOs working in a country.

VI. Conclusions

With new Food For Peace guidance requiring economies of scale (at least 2000 MT of commodities) and strong nutrition-focused impacts, the consortium model offers smaller PVOs or PVO programs a mechanism by which they can work together to access resources without sacrificing the integrity of program design. Incidental benefits of the consortium also arise from staff collaboration on issues outside of consortium functioning, such as general vehicle safety and security, strategies for recruiting and maintaining female staff members, and the translation of documents. These are the types of impacts that will not be measured during mid-term and final evaluations, but will improve the general quality of program implementation at all levels.

Still, important questions remain: Which activities should be coordinated, and which should be left to each implementing agency to elaborate on their own? What systems need to be "harmonized" and to what extent does harmonization mean homogenization? Who is responsible when one organization fails to follow universally adopted norms? Whose approval do you need for a norm to be adopted, or for consensus to be reached? All of these questions have challenged the FSIN team over the past year. However, with experience and time, these questions are being answered, and it is hoped that new questions will develop, and new lessons will be learned, as the program moves towards its second year of implementation. Working together both in the field and at the steering committee level, a certain synergy and collaborative frame of mind has been created between organizations that will hopefully continue even after the program has ended.

The Food Security Initiatives within Niger program is an innovative, jointly implemented development activity that evolved out of the particular circumstances and staff synergy in Niger. Yet, it also offers a potential model on which other organizations wishing to implement any number of different types of development activities can build.

Editors Note: *This bibliography was prepared by the author as part of an on-going study of FAM's constituency building activities since its inception in 1989.*

Title II Food Aid: A General Annotated Bibliography

Prepared by Harold D. Green, Jr.
For Food Aid Management

As a part of a general literature review focusing on the Title II context, I have chosen twenty references from FAM's Food Security Resource Center that were the most informative. The references fall into three major categories. First there are international and domestic statements of policy regarding food aid and food security. Most important here are the proceedings of the 1996 World Food Summit in Rome, the 1999 Food Aid Convention, the Uruguay Round decisions, and the USAID Food Aid and Food Security Policy Papers. These documents provide background for papers dealing with how food aid programs are designed to meet the standards set by the policy statements. A number of chapters from a volume edited by Edward Clay and Olav Stokke are referenced, providing analyses of how particular international decisions affect food aid both in the United States and in Europe. There are also a few technical documents that describe how commodities are moved from the United States to, say, Sahelian Africa, and some that provide documentation of food aid amounts for the US and for other donor countries. The last group of documents is comprised of critiques of food aid and its effects on local socio-political environments. This material is in counterpoint to the policy papers, adding alternative perspectives on food aid that are necessary if the food aid process is to improve.

I. Policy Papers and Introductory Information

Clay, Edward and Olav Stokke

2000 *The Changing Role of Food Aid and Finance for Food.* ***In*** Food Aid and Human Security. Edward Clay and Olav Stokke, ed. Pp. 13-54. Portland: Frank Cass. FSRC 06602.

Clay and Stokke present an overview of the global trends affecting food aid. Historical trends like the end of the cold war, increasing globalization, the rise of ethnic and religious warfare, complex disasters, liberalization of markets, increase of policy coherence between western organizations with respect to development, changes in the use of food aid toward more strategic aims and others are outlined. This is an extensive and detailed description of the context in which policy is made for food aid. Important dates and legislation are reviewed. Historical trends in food aid are reported, as well as discussion of how changes are affecting how food aid is distributed, and whether or not food aid is a viable development activity.

FAM

1994 Food Aid and Food Security: A PVO Perspective. Washington DC: Food Aid Management. FAM Publication. FSRC 08039.

FAM contributes a brief look at how PVO's are involved in food security and food aid, written in response to AID's food aid and food security policy papers.

United Nations Food Aid Convention (FAC)

1999 Food Aid Convention, 1999. United Nations Food Aid Convention, March 1999. FSRC 07821.

In this short document, the Food Aid Convention sets out the agreed-upon levels of food aid for each of the major donors. The document guides US food aid activities, because it provides the minimum level of aid, the guidelines for the diversity of aid, and the procedure for ensuring that food shipments are considered aid and not trade. Available online at: http://www.un.org/Depts/Treaty/collection/notpubl/19-41c-eng.htm

USAID

1992a Definition of Food Security. PN-AAV-468. Washington DC: USAID. FSRC 00545.

USAID furnishes their working definition of food security in this pamphlet. The definition synthesizes four other definitions used previously by USAID, Congress, and other international organizations. The document then approaches the definition phrase by phrase to further elucidate AID's position on the definition. This discussion is incorporated into AID's position papers on food aid and food security, and in documents prepared for the Food Aid Convention and the World Food Summit.

1992b Food Security Discussion Paper. Washington DC: Bureau for Food and Humanitarian Assistance Office of Program, Planning and Evaluation. FSRC 00572.

This is a basic summary of food aid topics that introduces economic, political and social aspects, as considered by USAID. A few programs are summarized as a means to explain typical characteristics (targeted, non-destructive of economy, etc.). Case studies are presented and policy implications are discussed.

1995 Food Aid and Food Security Policy Paper. Washington DC: USAID. FSRC 01335.

This is USAID's primary policy statement on food aid and food security, and the role that the US government and AID play in ensuring worldwide food security. It provides basic definitions of food aid and food security, expands on those definitions, and explains how they translate into practice. It reviews basic levels of US food aid, and provides some technical information about changes over time, pertinent legislation, and sectors of the economy involved in US food aid. Online at: http://www.usaid.gov/hum_response/ffp/fspolicy.htm

World Food Summit

1996 Rome Declaration on World Food Security and World Food Summit Plan of Action. Final conference international agreement text. World Food Summit. Rome, Italy: Food and Agriculture Organization, November 13-17, 1996. FSRC 05646.

The international contributors to the World Food Summit submitted this as the final document prepared for adoption after the Summit proceedings. It outlines the commitments that international representatives made to reduce food insecurity, hunger and poverty around the world. The commitments include reducing poverty, relaxing trade restrictions, and creating a political environment in which poverty eradication is encouraged, among others. The Plan of Action provides more detailed notes as to exactly

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how the seven major commitments will be enacted and monitored.

II. Application, Implementation, and Technical Information

AID Bureau of Humanitarian Response, Office of Food for Peace, Development Programs Team
2001 PL 480 Title II Guidelines for FY2002 Development Activity Programs. Technical Support Document. Washington DC: USAID.
Written as technical support for Cooperating Sponsors, this Development Programs Team document provides background and guidelines for submission of a Development Activity Program Proposal. It presents, in very technical detail, the information required in the proposal and the procedure followed for submission and review.

Benson, Charlotte
2000 *The Food Aid Convention: An Effective Safety Net?* ***In*** Food Aid and Human Security. Edward Clay and Olav Stokke, ed. Pp. 102-119. Portland: Frank Cass. FSRC 06602.
Benson summarizes the Food Aid Convention in this chapter, looking at how the resolution has, does, and should affect food aid and food supplies world wide (particularly the donation of foodstuffs and use of donated food over the years). Multivariate analyses are performed to determine whether or not participation on the FAC has affected donor behavior enough to ensure adequate food supplies. The primary outcome is that the FAC, while well intended, has really not affected donated food amounts to a significant degree, other than determining the baseline levels of food donations.

Clay, Edward, and Olav Stokke
2000 *Food and Human Security: Retrospective and an Agenda for Change.* ***In*** Food Aid and Human Security. Edward Clay and Olav Stokke, ed. Pp. 363-387. Portland: Frank Cass. FSRC 06602.
This is the final chapter in an edited volume of essays dealing with policy and theory related to food aid and human security around the world. As a result, the authors offer a concise description of the various themes apparent in current food aid circles. These themes include new ways to understand global food problems and institutional arrangements (with an eye toward the changing face of food security as tied to food surplus), human security and humanitarian food aid in natural or man-made disasters (this includes an honest appraisal of how food aid can both help and hinder in situations, and how these must be considered in any decisions made), liberalization of trade in regions and how that affects the provision of food aid and local economies (in particular, what happens when an area begins to feel that food aid is not necessary and may hinder a developing economy as in the Sahel, or in Ethiopia), and how NGO's are dealing with the changing face of food aid (new policies, rethinking programs, aid free projects, etc.). The final sections deal more specifically with the idea that NGO's must change their perspectives on food aid, moving away from the 'model T' idea of food aid to a more complex model that incorporates these new debates, encourages institutional change and organizational learning, and more pragmatic approaches to food aid programs.

Cohen, Mark
2000 Food Aid and Food Security Trends. Washington D.C.: International Food Policy Research Institute (IFPRI), EuronAid. FSRC 07684.
Cohen examines the current challenges for food security research in this report: general malnutrition and nutrient deficiency in children in various areas of the world, particularly sub-Saharan Africa and south Asia. He also summarizes FAO and World Bank policy papers, world statistics on food aid and food security research. Cohen comments on some constraints to food security, including trade liberalization, falling aid, and natural resource management problems. He concludes with an argument that agricultural development in a number of guises is of seminal importance for ensuring food security. Food aid should be increased and targeted at agricultural development schemes for increasing food security. I found this discussion paper very good, heavy on references and on statistics. Available online at: http://wwws.euronaid.nl/events/archive/jfsg032000doc2.htm

Konandreas, Panos, Ramesh Sharma and Jim Greenfield
2000 *The Uruguay Round, the Marrakech Decision and the Role of Food Aid.* In Food Aid and Human Security. Edward Clay and Olav Stokke, ed. Pp. 76-101. Portland: Frank Cass. FSRC 06602.
This chapter explores in some detail the difficulties food importing developing countries may face as a result of the Uruguay Round and examines the role of food aid in response to these difficulties, food aid being one of the means of assistance under the Marrakech Decision. First, it reviews various aspects of the impact of the round on world food markets and attempts to clarify these effects on the basis of analytical and empirical judgements (higher world prices, higher price variability, higher food import bills, higher domestic prices). The third section analyzes how the food supply in LDCc and NFIDC's has evolved in the recent past and how these countries have managed to meet their cereal needs, especially during periods of high world prices (decreasing cereal production, increasing import dependency, factors affecting these increases). The final sections discuss how food aid may respond to the needs of these countries as called for by the Decision (how to ensure food availability, broadening donors and donatable foodstuffs, watching world food trends).

Lee, Rebecca A.
1999 *The Procurement Puzzle.* Food Forum, July-August 1999, 8-9. FAM Publication.
Lee describes the system by which commodities are requested and delivered for Title II programs. The stakeholders identified here are USAID, USDA, agricultural producers, Cooperating Sponsors and local populations. The document focuses on a very small part of the Title II process, after DAPs are approved and before the food aid actually reaches the recipient countries.

Pillai, Nita
2000 *Food Aid for Development: A Review of the*

Evidence. In Food Aid and Human Security. Edward Clay and Olav Stokke, ed. Pp. 196-220. Portland: Frank Cass. FSRC 06602.

In this chapter, Pillai examines of the impact of food aid transactions, both program and project food aid. It incorporates a number of evaluations of food aid projects, and as such is limited by the heterogeneity of those evaluations and their 'woefully incomplete' nature. First the paper examines the evidence for the use of food aid as a means to alleviate poverty. Second, the paper explores the use of food aid for improving health and nutrition status of the poor. This is a well organized paper that covers the bases as far as the diversity of food aid projects and provides good descriptive and evaluative resources.

Shaw, John, and H. W. Singer

1995 A Future Food Aid Regime: Implications of the Final Act of the GATT Uruguay Round. Institute of Development Studies Discussion Papers, Vol. 352. Brighton, England: Institute for Development Studies. FSRC 05556.

Shaw and Singer offer a careful exposition of the implications of the GATT Final Act on food aid in the world. Relevant portions of the legislation are reviewed, and policy implications are discussed. The authors, in the final sections, explain the import of the GATT Final Act for a new food aid regime, much different from the current regime, focusing on diversifying the food basket, increasing minimum contributions, and developing new ways to deliver food aid without infringing on the Final Act, the WTO, or local economies.

Smelser, Neil J.

1997 Social Dimensions of Economic Development. Social Assessment Series, Vol. 048. Washington DC: The World Bank's Environment, Social Policy and Resettlement Division. FSRC 08077.

This discussion paper presents Smelser's views on the impact of increasing organic complexity in social structure on development. In Smelser's view, there are many non-economic factors to consider when planning, implementing, monitoring or evaluating a development project. If not considered, these factors may lead to the failure of said projects. Smelser peppers his comments with evidence from social theory, pointing out where many of the current ideas on structure, diversification, and increasing complexity came from. With these comments, he is striving to situate development thought in the social science framework from which it arose. The paper concludes with some thoughts about applying social models to development problems, and a mention that each project is unique and may or may not satisfy all the requirements.

Thirion, Marie-Cecile

2000 *EU Food Aid and NGO's*. In Food Aid and Human Security. Edward Clay and Olav Stokke, ed. Pp. 274-288. Portland: Frank Cass. FSRC 06602.

How NGO's fit into the EU food security activities is the focus of this chapter by Thirion. More precisely, the chapter focuses on the role of Euronaid within that system. It seems that over time, Euronaid's position has weakened, becoming less central over time. This is a result of a decline in program aid and an increase in humanitarian aid, where Euronaid has no stake. This paper discusses the pro's and con's of a European network similar to FAM, and suggests some actions (similar to FAM's activities) that will improve NGO operations. These include: macro micro complimentarity, building capacity of developing country NGO's, promoting innovative actions and coordination, raising awareness of NGO activities.

USAID

2000 US International Food Assistance Report 1999. Washington DC: USAID. FSRC 08061.

USAID provides a review of US food aid for 1999, with well-developed technical background that reviews pertinent legislation, reports changing levels of support over time, and suggests where in the world food aid will be most needed in the next few years. The report is a summary of a large amount of technical data, designed for quick reference to summary statistics. Available online (in Adobe pdf format) at: http://www.dec.org/pdf_docs/PNACH514.pdf

III. Critiques

Garst, Rachel, and Tom Barry

1990 Feeding the Crisis: US Food Aid and Farm Policy in Central America. Lincoln: University of Nebraska Press. FSRC 00382.

Garst and Barry proffer an in-depth critical view of US food aid and its possible abuses. Within that framework, it presents a good explanation of food aid processes, with an eye toward Central America for examples. The research is based on two years of fieldwork and extensive document review. Perhaps the authors overstate the drawbacks of food aid as a means to set up defensible position in stark contrast to much of the literature regarding the impact of food aid.

Doornbos, Martin

2000 *Revisiting the Food Aid Debate: Taking a Closer Look at the Institutional Factor*. ***In*** Food Aid and Human Security. Edward Clay and Olav Stokke, ed. Pp. 351-362. Portland: Frank Cass. FSRC 06602.

This paper focuses on concepts in the food aid arena that are institutionalized and as such are relatively inflexible. The author suggests that as food aid via agricultural surplus becomes less of an option, NGO's and other agencies involved with food aid work must rethink their approach. (This is important to FAM too, as they are developing skills that can be used inside the food aid arena whether or not food aid is linked to commodity exchanges or commodity surplus.) Doornbos believes that many European NGO's are already dealing with these eventualities, and suggests that the US, a major player in the game, should begin as well. One area in which Doornbos suggests that changes should be made is at the highest level, in the very underpinning of how food aid programs work. He suggests reversing the order with donor countries seen as 'on demand' rather than 'in command', and opening up the food aid program dialogue to include more interaction with recipient countries.

Food Security Resource Center Database Goes Online

Every quarter in Food Forum, we publish a bibliography of resources from our Food Security Resource Center (FSRC), FAM's library of over 8,000 documents relating to food aid and food security. Through Food Forum bibliographies and our web site, we try to make our unique collection of published and unpublished materials available to a wide audience, particularly our colleagues who are not located in the United States. The bibliographies we publish are generated by our in-house database, which catalogues all ofour library materials. Until March 2002, the database was only available on a computer in the FAM office, but thanks to the internet and the hard workof many people, the database is now available all over the world on our web site!

Not everyone, however, has the benefitofa fastinternet connection (or reliable internet access at all). We considered access problems when designing the online database, and conducted a field test with NGO users in Honduras, India, Bangladesh, Bosnia, Georgia, Cape Verde, and Ghana. Our users reported good functionality at the field level,and made many excellent suggestions for improvement that we hope to implementin the coming months.

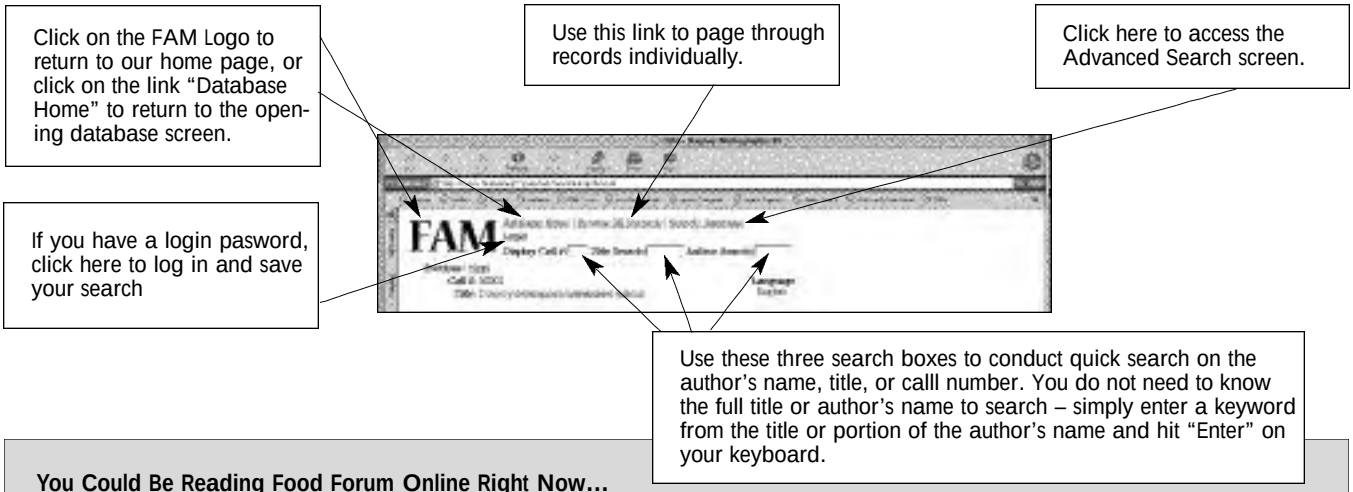
The database can be searched for free – there is no charge to use it. It contains many improved features over our PC version, including the ability to link directly to documents online. Currentlya few hundred records in the database can be found online, and these are often the most recent documents we have. A hyperlink the "Notes" field of each database record (which provides an abstract of the document) takes users to the online copy of a document, if it exists on the internet. Searches can be saved by requesting a login and password from FAM (please note that logins and passwords are not required to search the database – they are needed only if you would like to save your searches and return to them later). Materials which are not online may be ordered from FAM, and cost recovery fees may apply.

Visit the online database at http://www.foodaidmanagement.org/~jmarshall/fam/main.cgi

The graphics below detail how database records and search results look, and provide answers to some commonly asked questions about using the database. An entire database record consists of two distinct parts: 1) the top navigation bar, and 2) the record information.

1) Top Navigation Bar

The navigation bar appears at the top of all database screens, and allows you to move from one part of the database to any other part instantly.



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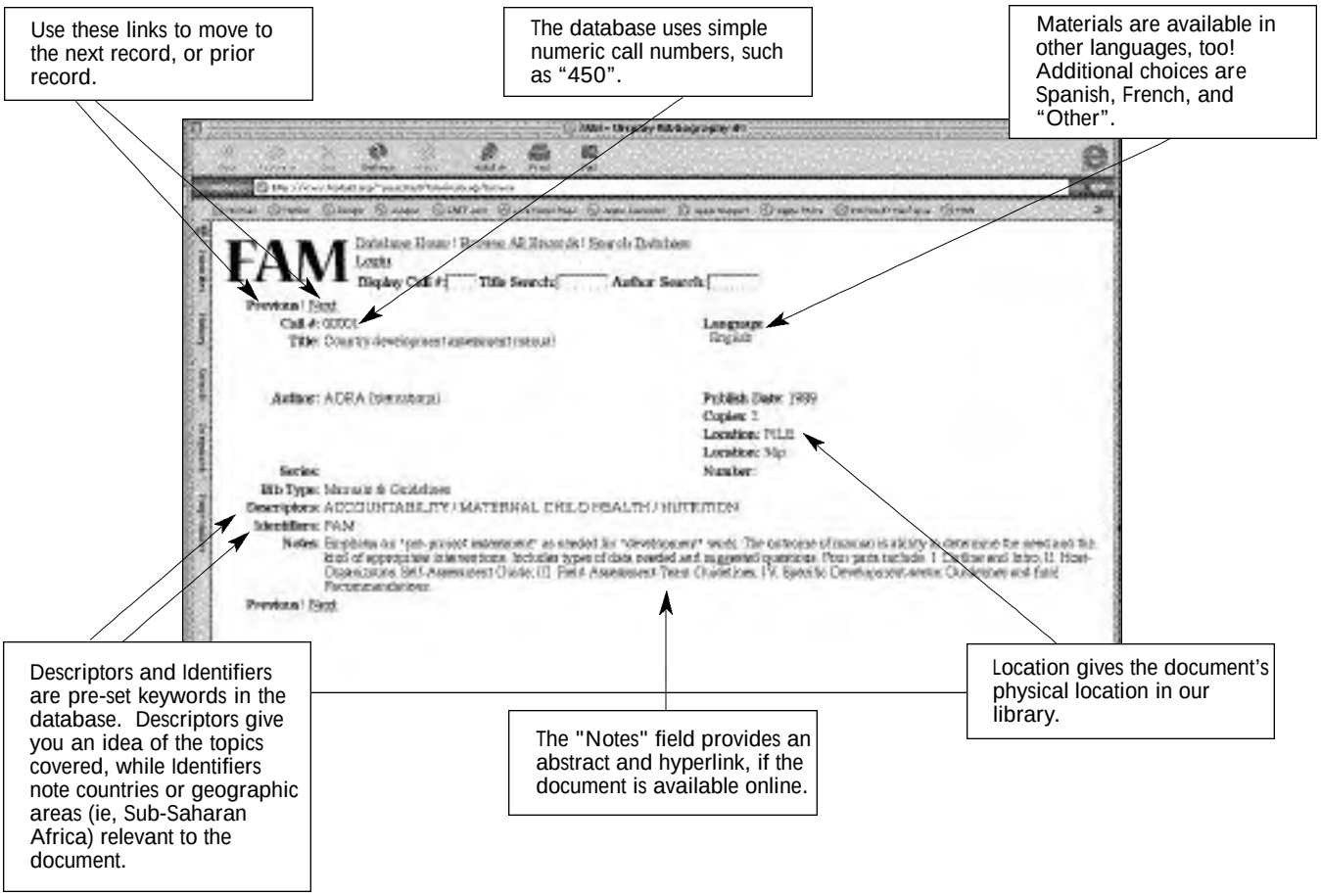
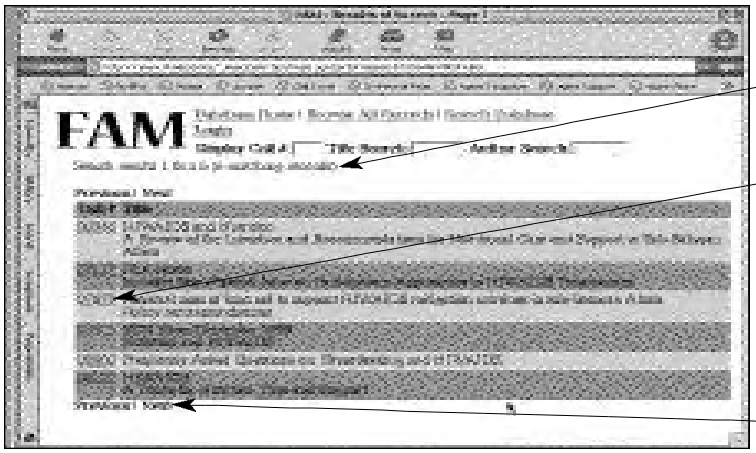
2) Anatomy of a Database Record



3) How will my search results look?

This sample search was conducted using the keyword "HIV/AIDS" in the Title Search field from the top navigation bar.



How to get a login and password

For your login and password, email fam@foodaidmanagement.org. If you have a login and password you would prefer to use, be sure to specify them in your email, otherwise, they will be randomly assigned to you. You will receive confirmation that they have been assigned from FAM and your information will be kept private. If you forget them, simply email fam@foodaidmanagement.org with your name and email address, and we will send them to you.

The database is a work in progress! We look forward to your suggestions for improvement as you begin to use it, and hope that it will serve the food aid community well in creating more efficient and effective food security programs.

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